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BULLETIN TO THE SCHOOLS

In this issue:
New Legislation
School Lunch Program

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THE UNIVERSITY OF THE STATE OF NEW YORK

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BULLETIN TO THE SCHOOLS

Issued monthly during the school year by the State Education Department

CHARLES F. PROBES, *Editor*

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Bulletin to the Schools

VOLUME 40 MAY 1954 NUMBER 9

New Laws Affecting Education

PREPARED BY JOHN P. JEHU, DIRECTOR, DIVISION OF LAW, STATE EDUCATION DEPARTMENT

A GREAT NUMBER OF THE LAWS enacted by the 1954 Legislature concern and affect the state education system. Of these the following may be noted: provisions adding 1200 new State War Service Scholarships for veterans; provisions under which members of the State Teachers' Retirement System who die before retirement become entitled to a death benefit payment, thus following the provisions of statute of the State Employees' Retirement System in this respect; provisions looking toward the education of Indian youth in the public school system and districts of the State, thus integrating this segment of our population into our national life; provisions designed to implement the impact of the new state equalization rates upon school districts wholly or partly located in cities; creation of a Temporary Commission on Educational Finances to study and appraise the financing of public education in the State; provisions directed toward the possibility of integrating the new medium of television into the education system of the State; legislation implementing the constitutional amendments adopted in the fall of 1953; the first instalment of an additional state aid payment of $25,000,000 to the schools of the State; provisions authorizing the Mental Health Commission to formulate and carry out experimental programs for severely mentally retarded children.

These and all the other more significant laws relating to education are included in the following summary of 1954 legislation. References are to sections of the Education Law, unless stated otherwise. All laws listed are now in effect, except where a different effective date is indicated.

Legislation Affecting School Districts Generally

Chapter 82 effects a change in the so-called "alternative voting procedure" in the establishment of a central school district, contained in section 1803-*a*. The election must now be held during at least four consecutive hours between 7 a. m. and 10 p. m., as determined by the Commissioner of Education. The board of canvass, instead of having to wait until 10 p. m., must start counting the ballots as soon as ballot boxes and books have been delivered to it at the central voting place, and the ballots and books from the special election districts must be taken to the central voting place directly after the closing of the polls therein.

Chapter 208 amends sections 2004, 2014, 2018, 2022, 2023 and 2028 in relation to school district meetings and elections. Under the amendment the notice for the annual meeting must state that nominating petitions must be filed with the district clerk not later than the 11th

day preceding the meeting or election. Likewise, the last day for the meeting of the board of registration (in districts with personal registration) must be no more than 11 and not less than five days preceding each school meeting or election. Nominating petitions must state the residence of each signer and be filed not later than the 11th day preceding the meeting or election. An item by item vote on the budget must now be predicated upon an affirmative vote of a majority of the voters present and voting (by hand or voice vote) to vote separately on such items.

Chapter 264 amends subdivision 3 of section 3225 in relation to the issuance of farm work permits. Under the amendment such a permit is valid only when signed by the employer and " subject only to the condition that " it is not valid for work in, or in connection with, a factory.

Chapter 293 (effective July 1, 1954) is a general amendment of the provisions relating to county vocational education and extension boards. The fiscal year is defined as beginning with July 1st. Moneys and assets, in the case of reorganization, go to any succeeding agency or in case of termination of the program are prorated among the districts having been served during the last year of operation, and the county, in proportion to contributions. Where no additional expense to the county is involved, such boards will now be able to make contracts with school districts outside of the county. Such boards will also be authorized to provide transportation and purchase and maintain motor vehicles (in which case a transportation quota is provided). The state aid ceiling on salaries is raised from $1800 to $3000.

Chapter 362 amends subdivision 6 of section 1804 in relation to the sale of schoolhouses of component districts in a centralization. The proceeds from such sale must now be used for the payment of any outstanding indebtedness of the existing district, and any balance must be apportioned among the taxpayers, unless the voters of the existing district vote to turn over such balance to the central school district.

Chapter 367 amends subdivision 9 of section 3604 by authorizing a deficiency of up to three days out of the 190 days required, for teachers' attendance upon conferences called by the " village superintendent."

Chapter 373 authorizes the State Mental Health Commission to formulate and carry out an experimental program involving the establishment of special classes for severely mentally retarded children.

Chapter 387 amends various sections of the Education Law in relation to the education of Indian children. The Commissioner of Education is authorized in his discretion, instead of maintaining separate schools and classes for the education of Indian children, to contract with any school district for the education of such children. The receiving district will not have any additional expense in that the contract will provide for payment to the district of the difference between the state aid received by reason of the attendance of such children and the cost of their education. State-owned facilities established on any Indian reservation may be leased to school districts in this connection. The amendment authorizes school districts to enter into such contracts and when necessary to conduct school in state-owned facilities even though the same may not be located within the boundaries of such district. Provision is made for the first year of contract education of such Indian children by making state aid in this connection payable during such first year.

Chapter 408 amends section 246 of the Military Law, which requires leaves of

absence for study under the so-called "G. I. Bill" so as to include veterans of the Korean conflict and to include also the "Veterans' Readjustment Assistance Act of 1952" (along with the "Servicemen's Readjustment Act of 1944").

Chapter 409 amends sections 317 and 242 of the Military Law in relation to attendance at armed forces service schools by extending the three-month period authorized for this purpose to a four-month period.

Chapter 421 amends section 2013 and section 2004 by authorizing a procedure under which noncoterminous union free school districts may determine (by vote of an annual or special meeting) that the election of board members is to be held separately on the same day designated by law for holding the annual meeting.

Chapter 443 amends subdivision 1 of section 807 in relation to fire drills by authorizing the fire chief, in addition to making his recommendation to boards of education, also to make such recommendations to the governing board of the municipality or fire district in which the school or institution is located. Chapter 604 of the Laws of 1953 had amended this provision by authorizing the chief of the fire department of the municipality or fire district in which the school is located, to make inspections of every public or private school within his jurisdiction and by making it his duty to report his recommendations as to fire hazards and fire drills to the board of education or other head of a school.

Chapter 452 amends section 1958 in relation to boards of cooperative educational services by making provision for cases where supervisory districts are redistricted. In such cases the cooperative board remains in existence until the following August 1st. Thereafter, upon paying all outstanding obligations, any balance of funds is allocated to the component school districts according to the ratio which the proportion of cost allocated to components bears to total cost of services for the last full year of operation. In the event a new board has been established prior to such August 1st, the appropriate part of the balance is paid to the new board. Otherwise payments are made to the respective district treasurers.

Chapter 458 amends subdivision 2 of section 2013, in relation to election of board members on Wednesday following the annual meeting. Heretofore such elections had to be held between 7 a. m. and 10 p. m., as determined by board resolution. Under the amendment the election must be held during at least six consecutive hours, two of which hours must be after 6 p. m., as determined in detail by board resolution.

Chapter 496 (effective July 1, 1954) amends the Education and Labor Laws, as well as the Workmen's Compensation Law, in relation to newspaper carrier boys, by adding to the definition of the newspaper carrier boy. Under the new definition a newspaper carrier boy is a male minor between the ages 12 and 18 engaged in the occupation of *delivering or* selling and delivering newspapers to customers at their homes or places of business.

Chapter 519 (effective July 1, 1954) adds a new section to the Penal Law under which any person, who is not a parent or legal guardian of a pupil in regular attendance, who loiters on or about any public school building or grounds without written permission or in violation of posted rules is guilty of disorderly conduct.

Chapter 573 (effective July 1, 1954) amends subdivision 3 of sections 4403 and 4406 so as to authorize school authorities to contract for the education of physically and mentally handicapped children not only with other school districts, but also

with county vocational education and extension boards.

Chapter 575 amends the Children's Court Act, in relation to expenses of treatment or education of children, by clarifying the same. Such court approved expenses are a charge upon the county, or proper subdivision thereof, wherein the child is domiciled at the time application is made to the court for the order. (The court may, of course, still require certain payments from parents, guardians etc.)

Chapter 679 (effective July 1, 1954) amends section *77-b* of the General Municipal Law, in relation to authorization for attendance at conventions and conferences by providing that the board of education of any district employing its own superintendent may delegate the power to authorize attendance at such conventions and conferences to the superintendent. This express power supplements the implied powers of school boards to act in such matters under the Education Law. Such boards always had such authority by implication of law.

State Aid Legislation

Chapter 141 (certain provisions will not be effective in relation to the city school district of the city of New York until July 1, 1954) amends the Education, Tax, Local Finance, Town and General Constructions Laws. In so far as such chapter affects state aid directly, it is in effect now and amends section 3603-*b* (temporary provisions relating to apportionment of moneys to school districts) by extending the "peg" and the "taper" for one more school year. In addition, the "peg" is changed from the state equalization rate or rates for 1948 to the state equalization rate or rates for 1948 or 1953, whichever is higher. For the areas in the counties of Chautauqua, Herkimer and Dutchess (exclusive of the Town of Wappinger) the "peg" is changed from the 1947 rate to the rate or rates for 1947 or 1953, whichever is higher. Provision is further made to the effect that where the higher of these rates would result in a smaller apportionment of state aid than the use of the latest special equalization rate used in a prior apportionment and qualifying for a special adjusted actual valuation for the school years 1952–53, or 1953–54, that rate is to be used which results in the highest state aid apportionment if the district applies and qualifies thereunder. The time for which these equalization rates are "frozen" (for school state aid purposes) is extended to June 30, 1954, so that the first school year for which actual valuations based on new equalization rates will generally be used as a base for the following year's state aid will be the school year 1954–55. Likewise, the change from the lower to the higher valuations (with its corresponding loss in state aid) will be tapered over the base school years 1954–55, 1955–56, 1956–57 and 1957–58. In further consequence of these changes, special adjusted actual valuations must be computed for apportionments based on the year 1953–54, where the actual valuation computed on the basis of section 3603-*b* for such year exceeds the same figure for 1952–53, provided that a portion of such increase, equal to at least 10 per cent of the actual valuation for the earlier year, is attributable to an increase in the level of assessment, that is, a general increase in the assessed value of taxable property in an entire town or city, for the purpose of assessing at a higher ratio of full value. Application for such special adjusted actual valuation is filed by the district with its claims for apportionments based on the year 1953–54. The Commissioner then transmits the application to the State Board of Equalization and Assessment, which computes

(*Continued on page 265*)

The School Lunch Program

Director Explains Activities of Offices for School Lunch Reimbursement and Foods Distribution

THEODORE C. WENZL
Director, Division of School Financial Aid

THIS IS THE SEVENTH IN A CURRENT series of articles dealing with areas of responsibility under the Assistant Commissioner for Finance and School Administrative Services. It is intended here to give a brief portrayal of the background and the present size and scope of the activities of the offices for school lunch reimbursement and direct distribution of foods. These two offices are an integral part of the newly established Division of School Financial Aid in the State Education Department.

The National School Lunch Act of 1946 provided for the financing of the School Lunch Program on a federal-state participation basis. The act declared the policy of Congress, " as a measure of national security, to safeguard the health and well-being of the Nation's children and to encourage the domestic consumption of nutritious agricultural commodities and other food, by assisting the states through grants-in-aid and other means, in providing an adequate supply of foods and other facilities for the establishment, maintenance, operation and expansion of nonprofit school lunch programs." The Secretary of Agriculture was made responsible for carrying out the provisions of the act.

Complete authority and responsibility to administer the School Lunch Program was delegated to the State Education Department on June 26, 1946 by the Governor.

The federal act prescribed that the payments made in any fiscal year ending during the period 1947 to 1950, inclusive, shall be matched dollar for dollar from sources within the State; during the period 1951–55, each dollar of federal money shall be matched by one and one-half dollars; and thereafter, each dollar of federal money by three dollars. For matching purposes, services, supplies, facilities and equipment which are donated are regarded as funds from sources within the State, as well as cash expenditures for such items. Cost or value of land or buildings may not be so regarded.

The State Education Department agreed to determine, upon the basis of need and attendance, which schools within the State are eligible to participate in the School Lunch Program. It agreed to enter into a standard form of agreement with participating schools.

The rate of reimbursement is determined by the type of lunch that is served, based upon nutritional requirements, as set forth by the United States Department of Agriculture as follows:

Type A is a complete lunch, hot or cold, which provides one-third to one-half of the day's nutritional requirements. The maximum federal reimbursement rate is 9 cents a meal. Type B lunch is a less complete lunch, hot or cold, for which the maximum reimbursement is 6 cents. The Type C lunch is one-half pint of whole milk as a beverage, and the maximum reimbursement is 2 cents. Both Type A and B lunches may not be served

concurrently in a school. Type C may be served alone or it may be offered in a school that also serves Type A or B. Types A and B each include one-half pint of milk as a beverage. If sufficient milk of acceptable quality and sanitary standards can not be served, Type A or B lunch may be served without milk as a beverage, but reimbursement shall be reduced 2 cents for each lunch.

All nonprofit schools in the State of high school grade or under, including private and parochial schools, are eligible to participate in the program. The governing body of a school wishing to sponsor a School Lunch Program must enter into an agreement with the state agency. This agreement remains in effect until canceled by either of the contracting parties. Schools are required also to submit an annual application for each school building participating in the program. This application contains the type or types of lunches to be served and the estimated number of children who will participate.

The sponsoring agency must submit a monthly report on the forms provided by the state agency showing the total lunches served by type during each month as well as pertinent financial data and the amount of reimbursement being claimed by the sponsor on behalf of the participating school building.

Payment is made from both federal and state funds. The Federal Government makes an annual appropriation in support of the School Lunch Program. This appropriation has been more or less constant at 83 million dollars. The money is allocated to the various states on the basis of the number of school children in each state and the relation of the per capita income in the United States to the per capita income in each state. The allocation to New York State has been approximately the same amount over the past several years. For the federal fiscal year 1953–54 it was $3,874,000.00. State funds are appropriated to supplement the federal monies. The rapid growth of the School Lunch Program and the relatively constant federal allocation have made it necessary to increase the amount of the state appropriation each year.

Perhaps at this point some significant quantitative statistical data will help point up the nature of the growth and present scope of operations of the School Lunch Reimbursement Office. In the 1948–49 school year the total annual reimbursement was $5,577,859.89, of which $2,355,625.89 was from state funds. Corresponding figures for the 1952–53 school year are: total, $8,132,906.03 including $4,384,316.03 from state funds. The number of meals served by the schools on which reimbursement was made during the 1952–53 school year was: Type A, 70,805,689; Type A without milk, 960,730; Type B, 717,282; Type B without milk, 167,660; Type C, 84,425,254; making a total of all types of 157,076,615, or an average of about 900,000 meals a day. Currently there are about 1250 sponsors in this program representing 3600 schools. The total expenditures made by the schools in the program are estimated to have exceeded $37,000,000 in 1952–53.

All indications are that the School Lunch Program and the work of the State School Lunch Reimbursement Office will continue to expand.

Coordinate with the operations of the School Lunch Reimbursement Office is the work of the Federal Foods Distribution Unit in the State Education Department.

Prior to September 1952, all commodities donated by the United States Department of Agriculture to the School Lunch Program were distributed through county subagents who volunteered their services. Those who volunteered to carry

on the work did a very commendable job. As the program grew, however, it proved to be too burdensome upon them. Because the United States Department of Agriculture was limited to delivering commodities of not less than one-half carloads, there resulted in some counties a distribution in excess of their needs while in other counties no distributions were made. The schools that were fortunate in receiving commodities often found themselves with far more than they could consume and under these conditions many commodities deteriorated and had to be destroyed. As a result of these conditions the United States Department of Agriculture and New York State officials established a unit in the State Education Department to control the distribution of foods to the schools. A contract was entered into between the State Education Department and the United States Department of Agriculture effective September 12, 1952, and the Federal Foods Distribution Unit began actual operations on January 1, 1953.

Commodities now being distributed by this unit fall into two categories, namely: (1) Section 6 commodities purchased by the United States Department of Agriculture from funds appropriated each year by Congress under the National School Lunch Act; and (2) Section 32 commodities purchased by the United States Department of Agriculture under the Price Support Program Act of August 24, 1935. These purchases are made from a designated portion of United States Customs receipts.

For the federal fiscal year 1953–54, $15,000,000 was expended for Section 6 commodities and $212,000,000 was expended for Section 32 commodities, of which New York State received $1,250,000 worth of Section 6 commodities and $4,600,000 worth of Section 32 commodities.

There are nine warehouses at strategic locations throughout the State for the storage of commodities used in the foods distribution program. Warehousing costs are prorated among the sponsors annually in terms of the amount of commodities supplied to them. The costs assigned to each sponsor are deducted from the March reimbursement claims by the School Lunch Reimbursement Office. For a year the warehousing costs are about 30 cents a participating pupil, for which approximately $2.50 worth of commodities are received. In addition, schools provide for their own transportation of the commodities from the warehouses. All administrative costs of the Foods Distribution Unit are borne by the State.

Commodities distributed to date have been turkeys, hams, hamburger beef, canned beef and gravy, cranberry sauce, potatoes, canned tomatoes and tomato paste, American process cheese, natural Cheddar cheese, eggs, pea beans, lima beans, canned peas, butter, non-fat dry milk solids, honey, peanut butter, orange juice, dried apricots, grapefruit sections, apples, peaches, shortening and cottonseed oil.

Although it is difficult to forecast the type of commodities that will be available for the next school year, it appears that many of the commodities distributed in the past, with the possible exception of certain fruits and vegetables, will continue to be made available.

Walling Resigns

W. Donald Walling, who has been on leave from his position as associate in education research to serve with the State Commission on School Buildings, resigned his state position on March 31st.

Adult Education Growth Reported

A statistical presentation of the growth of adult education in New York State in 1952–53 by type of school district and by areas of study has been compiled by the Bureau of Adult Education for distribution to the schools.

Significant statements interpreting the statistics include the following:

The general leveling off of adult education, first apparent in 1951–52 was again evident in 1952–53. Although the trend is upward in all respects, the precentage of growth is relatively small.

Considerable growth took place in central school and union free elementary schools. Some gain can be attributed to new centralizations making adult education possible, but mostly to the rapid development of suburban areas.

Last year the greatest number of adults, over 168,000, were enrolled in classes and activities designed to help adult aliens become legal citizens, young adults become active citizens, and the rest of us become better citizens. Civic and citizenship activities included Americanization classes, young adult civic councils, International Ambassador Projects, and forums, lectures, film discussions and informal groups studying the public problems important to our democracy — local, state, national and international.

The second highest registration included 128,000 adults learning to strengthen American home life through classes in parent education, home and family living and home economics.

The cultural subjects including arts, crafts, music. literature and drama attracted the third highest registration, 117,000.

Adults preparing for new jobs or learning to do their present jobs better accounted for the next highest registration with 98,000. This figure includes adults taking commercial and agricultural subjects as well as those registered in apprentice classes and varied vocational shop courses.

It is encouraging to note that the categories called civic and public affairs education and parent and family life education had significant increases in registration of 68 per cent and 20 per cent, respectively.

State-wide figures (except New York City) show that the average number of classes per school district is 27.4; classes averaged 72 periods of instruction with an average registration of 29.

Each year a number of schools register from 30 per cent to 50 per cent of the total population of their school districts in adult education classes and activities.

The total amount of state aid for public school adult education last year in New York was $3,415,000.

Adults registered in the state program of adult education were served at a state aid cost of only $5.32 a person.

A recent study of adult education in 352 communities revealed that state aid represented 61.2 per cent of the total cost of local adult education in these schools. Another study of 319 schools disclosed that these schools were allocating an average of 1.2 per cent of their total school budget for adult education.

A total of 12,020 different teachers were used for adult education in 1952–53. Approximately 60 per cent were regular teachers and 40 per cent drawn from other occupations.

According to our recent survey the average adult education student is married, 25 to 34 years old. He is enrolled in one course and has participated in adult education before. He is a high school graduate. If a man, he is employed in industry at $3500. If a woman, she is a housewife and otherwise unemployed.

The people who take most advantage of adult education are industrial, clerical

and sales workers. Together they account for over 33 per cent of the total adult education registration in the State.

Persons who come from families with an average income are mostly attracted to vocational subjects. Those who come from families with more than average income are primarily interested in arts and crafts. Those who come from families with less than average income appear most in elementary education and Americanization classes.

Persons with more than high school education seek help in arts and crafts and cultural subjects. Those with just a high school diploma appear mostly in vocational and business subjects. Those who lack a high school diploma by a year or two are enrolled mostly in academic subjects. Those who have only a year or two of high school work appear most frequently in vocational and business subjects. Those with an elementary education or less turn mostly to elementary and Americanization classes.

More than half of the people in adult education have, at one time or another, been in other adult education classes or activities. This indicates that adult education, moving from a set of night classes to a comprehensive program, is now providing a variety of opportunities to meet a variety of needs. And apparently these needs are being met well enough to develop a body of satisfied customers.

Adult Vocational-Industrial Conference

In cooperation with the Bureau of Occupational Extension and Industrial Services of the State Education Department, the State Teachers College at Oswego will hold a conference July 14th–15th on Adult Vocational-Industrial Education. Representatives of the Bureau of Adult Education, the Bureau of Industrial Arts and the Bureau of Occupational Extension and Industrial Services of the State Education Department will act as resource consultants. In addition, leaders in the field of general adult education and vocational-industrial education will be in attendance.

The conference will be devoted to the promotion, development and conduct of an over-all community program of adult education with particular emphasis on those phases of the program where teachers, supervisors, and administrators of industrial arts and vocational-industrial education can play an important role. The topics discussed will be of particular interest to teachers as well as supervisors and administrators.

Both avocational and vocational adult activities will be considered in such areas as: (1) avocational and vocational arts and crafts, (2) pre-employment training for adults, (3) apprentice training, (4) occupational extension, (5) veterans' training and (6) management development and in-plant training service for industry.

Speakers will include national and state leaders in vocational education and outstanding industrialists well acquainted with industrial training.

One-half day will be devoted to craft work demonstrations by practicing craftsmen working in various mediums. Demonstrations will not be given simultaneously so that conferees will have the benefit of all.

Department Staff

Doctor Grover Heads Health Unit

Dr George H. Grover, director of health and physical education in New Rochelle public schools since 1951, has been provisionally appointed Director of the Division of Health and Physical Education of the State Education Department, effective May 1st.

Before going to New Rochelle Doctor Grover was in charge of the health and physical program in Highland Park, Illinois, and in Concord, New Hampshire. From 1943 to 1946 he served with the United States Navy.

Doctor Grover is active in state and national professional organizations, and he comes to the Education Department with a background of broad experience and outstanding success as a leader in the health and physical education field.

The Division which Doctor Grover heads is responsible for the development and supervision of programs of health and safety education, physical education, recreation and athletics in the elementary and secondary schools of New York State. He succeeds Dr Ellis H. Champlin, who resigned to become professor of health and physical education at Springfield College.

Doctor Grover earned his bachelor's degree and the degree of master of education at Springfield College and his degree of doctor of education at Teachers College, Columbia University.

Department Staff Changes

Staff changes in the State Education Department include the following:

A. Buell Arnold was promoted to associate in school business management on February 1st.

Robert W. Wallace received provisional appointment as associate in education of speech handicapped February 1st.

Bruno Baker was appointed assistant in mathematics education February 1st.

Arthur F. Jones was appointed assistant in school business management on March 1st.

Irving A. Verschoor received permanent appointment March 5th as senior library supervisor.

Charles J. Quinn and Elvryn W. Thomas were promoted to associates in school financial aid on April 1st.

Thomas W. Dobbs and Edgar Barton Dulac were appointed March 16th assistants in school business management.

Harry S. Myers resigned April 5th as assistant in agricultural education.

Harold L. Noakes received provisional appointment as assistant in agricultural education on April 16th.

Robert E. Minnich received provisional promotion April 1st as associate in school attendance.

Fred E. Buker was appointed surplus property assistant on March 1st.

Educational Notes

Changes in Superintendents Reported

A number of changes in superintendents of schools in cities and villages of New York State have recently been announced.

Superintendent James M. Spinning will retire November 1st at Rochester and will be succeeded by Dr Howard C. Seymour, assistant superintendent of Rochester schools. David W. Densmore is retiring as deputy superintendent of schools in Rochester on July 1st.

Wayne L. Lowe will retire as superintendent of schools at Dobbs Ferry on August 31st. He will be succeeded by Norman Haweeli, who has been principal of the Dobbs Ferry Elementary School since 1950.

Robert C. Macdonald, principal of Fulton High School for the past 25 years, will become superintendent of schools July 1st, succeeding George R. Bodley, who is retiring after 32 years' service.

George H. Purple, principal of Richfield Springs Central School, has been appointed superintendent of schools at Ilion to succeed the late Dr Earl P. Watkin, effective July 1st.

John P. Reynolds, formerly supervising principal at Brushton High School, has been appointed superintendent of schools at Beacon to succeed Earl D. Hewes, who will retire June 30th after serving 35 years as superintendent there.

John O. Benz, principal of the Portville Central School, has been appointed superintendent at Perry, effective July 1st, succeeding Donald S. Keeler, who has been appointed superintendent at Elmira.

Carroll F. Johnson, superintendent of schools at Fitchburg, Mass., will become superintendent at White Plains July 1st. He succeeds Parmer L. Ewing, who resigned a year ago to accept the superintendency at Buffalo.

Memorial Fund

The New York City School Librarians' Association is establishing a memorial to honor Helen S. Carpenter, who died soon after she had retired as acting director of school libraries in New York City. Miss Carpenter had served the school libraries of New York City for many years as librarian, supervisor and acting director. The association proposes to honor her by providing professional training for librarians through a scholarship fund.

President Inaugurated

Admiral Richard Lansing Conolly was inaugurated second president of Long Island University in ceremonies conducted in the Waldorf-Astoria in New York City on February 18th. Following active participation in two world wars, he was associated with the United States Naval War College before assuming his present position last November. He succeeds the late Dr Tristram Walker Metcalfe.

Book Reviews

American Association of School Administrators. Educating for American citizenship. Thirty-second yearbook. Washington, D. C. The Association. 615p. 1954. 5

The current yearbook of the American Association of School Administrators faces squarely the most important responsibility that schools and communities have during this or any year — that of carrying forward the American heritage. Citizens rightly demand that the schools offer a sound program of education for citizenship, grounded in American history and keyed to the practices and duties of citizens.

The volume recognizes that both school and community must be mobilized for the task, the outcome of which is so vital to each individual and to the general welfare. The support and understanding of the community are enlisted so that the program of education for civic responsibilities may be a total one rather than an isolated course or a theoretical approach. Instruction for citizenship as defined by the nine-member commission that prepared the report involves building attitudes and ideals, learning how to deal with civic problems and practicing effective citizenship.

The partnership of the school and the community in the civic education program is considered essential to success in this important area. Instances where such a relationship has not existed are cited to show the weakening effects of misunderstanding.

The volume will be of interest and value to teachers, supervisors and administrators of schools and to the public. Dr Benjamin C. Willis, former superintendent of schools at Yonkers and Buffalo, and now general superintendent of Chicago schools, served as chairman of the Commission on Educating for American Citizenship which produced the publication.

ELIZABETH B. CAREY
Supervisor of Elementary Education

Carpenter, Helen, *ed.* Skills in social studies. 24th Yearbook. National Council for the Social Studies. 1953

The many contributors to this yearbook have developed a comprehensive sourcebook covering many or all of the skills which have any bearing on the social studies. The editor and her associates are to be most highly commended for their painstaking thoroughness and meticulous attention to detail.

This is not a book that many persons will read for the sheer enjoyment of professional reading. It is, rather, a source to which they may turn for good, reliable information on the teaching of specific skills. For example, Chapter III presents 23 pages of discussion on the topic, "The Nature of Critical Thinking and Its Use in Problem Solving." Other chapters deal extensively with such skills as reading and listening, speaking and writing, interpreting maps, globes and graphic materials.

It should be noted that Chapter IX (Interpreting Material Presented in Graphic Form) was prepared by a New York State team consisting of Frederick H. Stutz (chairman), W. Kenneth Fulkerson, Audrey M. Helmer and Jane E. Stoutenburg. It is gratifying to this reviewer that members of the profession from our own State have participated in the preparation of this outstanding volume.

Skills in the Social Studies is virtually a "must" for school people who are working to raise the level of their social studies teaching.

HOWARD O. YATES
Assistant in Elementary Curriculum Development

Vice Chancellor Speaks

Dr Edward R. Eastman, Vice Chancellor of the Board of Regents, was the principal speaker at the 80th anniversary celebration of Interlaken Grange on April 3d at Interlaken Central School.

New Laws Affecting Education

(*Continued from page 256*)

the special adjusted actual valuation (after checking with the assessors) and then notifies the Commissioner. The Commissioner then may approve the same. If so approved, it is used for state aid apportionments based on the school year 1953–54. The other provisions of chapter 141 are described below.

Chapter 142 (effective July 1, 1954) provides, in addition to all other state aid for education, for the apportionment to each school district of the sum of $13 for each pupil in average daily attendance, including kindergarten children who attend for a full day ($6.50 for half-day kindergarten attendance). The average daily attendance used for this purpose is the same as that used in computing state aid which will be apportioned during the school year 1954–55 for regular day school attendance. For the so-called "deferred" city school districts, such average daily attendance is that used in computing state aid apportionments during the calendar year 1955. For one-teacher districts receiving their apportionments under subdivision 3 of section 3602, and for two-teacher districts which receive their apportionments under paragraph *b* of subdivision 2 of section 3603, the average daily attendance during the school year 1953–54 will be used. Payments under this chapter will be made during the school year 1954–55 and in the so-called "deferred" districts during the calendar year 1955, at the same time and in the same manner as other state aid is paid. No deduction will be made from total expenditures for school purposes on account of the moneys apportioned and paid under this chapter in connection with the expense check. Payments under this chapter will immediately follow the regular state aid payments.

Chapter 451 (effective July 1, 1954) appropriates the sum of $1,500,000 for emergency relief to school districts where an extraordinary increase in attendance is due to the construction and operation of new housing developments, substantially increasing the population of the district, for apportionment during the school year 1954–55, in accordance with an equitable method adopted by the Commissioner of Education and approved by the Director of the Budget.

Chapter 473 amends section 3603-*c*, in relation to the financing of emergency school building requirements, in several details. The definition of "emergency school building requirements" is extended to facilities which must be provided before or during the school year 1955–56. Likewise, applications for approval of emergency school building requirements may be made before April 1, 1955, or after adoption of the proposition by a two-thirds vote and before the bonds authorized therefor are sold, whichever is earlier. The seven-mill debt service requirement is modified by providing instead of an increase of 50 cents for each 20 per cent of total resident pupils, an increase of one cent for each four-tenths of 1 per cent of the resident public school pupils in grades kindergarten through 12 of the district for whom the district has emergency school building requirements. If the district is allowed to include estimated enrolment increases in computing the number of pupils for whom it has emergency school building requirements, such estimated increases must be included in determining the number of resident pupils in grades kindergarten through 12.

Laws Relating to Taxation and Financial Administration

Chapter 276 amends section 3536 by extending the provisions of this section, which heretofore had been applicable only to certain city school districts, to all school districts in the State. Under this section the amount of all taxes levied by the district becomes a lien from the time of the levy (that is, the date of the confirmation of the tax list by the board of education) and remains a lien until paid. Priority and parity between such tax liens and other tax liens is determined under article 4-*b* of the Tax Law.

Chapter 379 amends paragraph *b* of section 165.00 of the Local Finance Law by authorizing the investment of the proceeds, inclusive of premiums, from the sale of bonds, bond anticipation notes and capital notes, in obligations of the United States or of the State which can not be registered or inscribed in the name of the district, provided they are purchased through, delivered to and held in the custody of a bank or trust company in the State. In such case, they can be sold or presented for redemption or payment only by such bank or trust company upon receipt of written instructions from the board of education or the president of such board, if the board has delegated the duties of making investments to the president. Where the securities purchased are registered or inscribed in the name of the school district, the procedures heretofore applicable continue to apply.

Chapter 465 (effective January 1, 1955) adds section 10 to the General Municipal Law. Under this section the president of the board of education or chairman of the board of trustees, or sole trustee, must maintain or cause to be maintained a proper record of all bonds, notes, securities or other evidences of indebtedness held by the school district for the purpose of investment. This record must at least identify the securities, the fund for which held, the place where kept, and entries must be made on such record showing date of sale or other disposition and the amount realized therefrom.

Chapter 509 amends the Tax Law and Education Law so as to advance the various dates relating to the assessment of real property for school tax purposes by one month. Subdivision 1 of section 3501 is amended so as to provide that school district tax lists must now be prepared and warrants for tax collection must now be annexed to the tax list within 30 days after August 1st (the former provision specified September 1st). Likewise, the town assessor is directed to deliver the appropriate portion of the town assessment roll to the board of education on or before August 15th (the former date was September 15th). This chapter, therefore, advances the whole tax collection procedure by one month.

Chapter 563 amends the Local Finance Law by adding a new subdivision 56 to paragraph *a* of section 11.00. Under this new subdivision a period of probable usefulness is provided for the financing of a program for fire safety and fire prevention in relation to one or more buildings by any school district, including one or more of the following: the installation, construction or reconstruction of a sprinkler system, fire alarm system, fire escape, fire tower, fire door, illuminated exit sign or of any other improvement or system in a building to eliminate fire hazards or to provide for the safety of persons and property in the event of fire therein or the acquisition of fire extinguishers or other equipment for such purposes. If the estimated aggregate cost, as set forth in the resolution authorizing the issuance of obligations therefor, is less than $10,000, the period is set at five years. If such cost is $10,000 or more, the period

is set at ten years. If, however, a different period of probable usefulness for anything in such program is prescribed by another subdivision of paragraph *a* of section 11.00, the other subdivision becomes applicable unless the expenditure involved is a part of a program of fire safety and fire prevention as indicated above.

Chapter 603 (effective July 1, 1954) adds new section 99-*b* to the General Municipal Law. Under this section every school district officer or employe who receives payment of money for or on behalf of the school district, in all cases where there is no other evidence satisfactory for the purpose of audit, must issue a receipt to the person paying the money and must retain a copy of the receipt. The receipt and copy or stub thereof must be numbered consecutively and must be in such form as the State Comptroller, in the exercise of his supervision of municipal accounts, may approve.

Laws Affecting School Districts in Cities

Chapter 141 (effective as to certain provisions in relation to the city school district of the city of New York, July 1, 1954), except in so far as it relates to state aid for school districts (see above), deals with the expected and partially realized impact of the redetermination of state equalization rates upon tax and debt limits applicable to all school districts located wholly or partially within the limits of a city. The chapter adds a new subdivision to section 3501 under which any such school district is given the power to prepare a partial tax list, viz., a tax list without a statement of the amount of tax due and without a statement of the rate of tax, in any year before the adoption of the budget or before the tax is voted for such year. Such a partial tax list, upon confirmation by the board of education, as such partial tax list, becomes the school district assessment roll. This authorizes such districts to establish their own assessment rolls at a time when they can take advantage (for tax limit purposes) of new equalization rates which are expected to, and in so far as established do, increase the taxing power of the district. It is expected that such districts will use this new subdivision only where it is to the advantage of the district in order to increase the taxing power. The salient feature of this chapter is the provision under which equalization rates will now be established expressly for specific assessment rolls. The State Board of Equalization and Assessment is required to indicate the assessment roll or rolls for which an equalization rate is established. Paragraph *a* of subdivision 4 of section 2701 is amended so as to correlate this provision with the amendment to section 3501 above. For the computation of tax limitations the latest equalization rate established for all or part of the school district assessment roll must be used. If a new rate has been established, for instance, for that part of a city school district which is located within a city, but no new rates have been established for the rest of such school district, the new rate must be used in appropriate part. A similar amendment is made to subdivisions 7-*a* and 21 of paragraph *a* of section 2.00 of the Local Finance Law. Section 13 of this chapter authorizes the trustee, or trustees, of a common school district which is located wholly or partly within a city, notwithstanding the provisions of subdivision 1 of section 2002 of the Education Law, to determine (by resolution) that the annual meeting of such common school district to be held in 1954 is to be held on the second Tuesday in July. It is to be noted that this provision is effective only for the current calendar year, and it is ex-

pected that the trustees of such district will make use of this possibility only where the postponement of the annual meeting from May to July will enable the district to take advantage of lower equalization rates established during May or June, which, in turn, would increase the taxing power of the district for budget purposes. Section 61 of the General Construction Law is also amended so as to provide that the determination as to the last completed assessment roll, as defined in subdivision 7-*a* of paragraph *a* of section 2.00 of the Local Finance Law, must be made on or before the confirmation of the complete tax list of the district. For this purpose the school district assessment roll (see above), if one is established, would be used.

Chapter 326 implements the amendment to section 10 of article VIII of the Constitution adopted by the electorate of the State in the fall of 1953. The principal feature of the chapter is the change thus made in subdivision 2 of section 2702 which now authorizes city school districts of cities of less than 125,000 inhabitants to adopt an increase in their tax limitation, instead of only once every five years, once every year. In addition, section 136.00 of the Local Finance Law is amended by adding new subdivision 1-*a*, which authorizes for the purpose of debt statements of school districts wholly or partially located within a city, the deduction of budget notes in order to determine the amount of total outstanding indebtedness.

Chapter 367 (see also above) amends subdivision 9 of section 3604 by authorizing a deficiency, not exceeding three days during any school year, caused by teachers' attendance upon conferences held by city school district superintendents. Such deficiency in the 190 school days will be excused by the Commissioner of Education.

Chapter 741 amends various sections of the Education Law, in relation to city school districts of cities of less than 125,000 inhabitants. Subdivision 15 of section 2503, subdivision 2 of section 2523 and both subdivisions of section 2525 are amended so as to make it clear that the school district clerk is the officer charged in such districts with the maintenance of detailed accounting records showing the status of each appropriation; and that the treasurer is not charged with the maintenance of detailed accounting records. Of course, the board of education may delegate this duty to a business manager or other similarly designated employe. The requirement that claims must be filed in numerical order has been eliminated, so that they now could be filed either in numerical or alphabetical order or in some other logical manner. A further amendment provides that any balance remaining from the reserve for uncollected taxes no longer need be held for the second succeeding fiscal year's tax reduction but may be so used for the next succeeding fiscal year. Section 2604, further, is amended so as to authorize boards of education of districts in this category having less than 10,000 inhabitants to designate by resolution the entire city school district as a single school election district. Subdivision 2 of section 2701 is amended so as to provide for the proper computation of a new tax limit in cases where such a district has changed its fiscal year. This involved the use of an interim fiscal period and, hence, the ratio between taxes levied and average full valuation would be improperly influenced because the tax levied during the interim fiscal period would not be the normal annual amount, but would in many cases be only one-half of such amount. Under the amendment in such case, such levy is divided by the number of months in the interim fiscal

period and multiplied by 12. Subdivision 2 of section 3518 is amended so as to clarify the duty of the collectors of such districts to mail statements of taxes in accordance with section 69-*a* of the Tax Law, and expressly to make inapplicable the provisions of subdivisions 3, 4 and 5 of section 3518 to such city school districts. Subdivision 3 of section 3533 is amended so as to authorize boards of education to delegate the comparison between the account and affidavit of the collector required by section 3526 with the original tax list to officers or employes of the district. Subdivision 4 of section 3533 is amended so as to eliminate the 5 per cent deduction from the amount paid over to the city school district by the city or county tax enforcement officer in payment for services rendered in such enforcement. The school district now will be entitled to the full amount but the city or county tax enforcement agency or officer adds 5 per cent of the amount of principal and interest to the bill to be paid by the delinquent taxpayer. Section 3651, finally, is amended by adding new subdivision 10 under which such city school districts may establish reserve funds, make expenditures therefrom, pay money into such funds or transfer or liquidate such funds without requiring the vote of the qualified voters of the district.

Laws Relating to Retirement

Chapter 24 extends to July 1, 1955, the provisions of subdivision 5 of section 503 (formerly section 1102) permitting the return of retired teachers to active service.

Chapter 25 amends section 511, in relation to disability retirement and extends the effectiveness of the existing definition of "final average salary" contained in subdivision 4 of this section to July 1, 1955.

Chapter 119 amends subdivision 1 of section 511-*a*, in relation to special service retirement. Under the amendment, where a member elects to contribute under this section, contributions at the higher rate must be made from the first day of July 1952, or from the first of the month following the expiration of 30 days subsequent to the filing of his election, whichever is later.

Chapter 121 amends subdivision 6 of section 503, in relation to credit for war service, so as to include any war service after World War I, specifically (subsequently to the old cut-off date of June 30, 1947) the period commencing June 25, 1950, and ending July 27, 1953.

Chapter 383 amends subdivision 2 of section 511-*b*, in relation to the acceptance of employment by retired teachers. The chapter raises the maximum compensation which a retired member may earn from employment as substitute teacher from $1000 to $1500 in any calendar year, without loss or suspension of retirement allowance.

Chapter 384 amends the same provision as the previous chapter does (section 511-*b*, subdivision 2) so as to include employment in the adult education program of any school district along with employment as a substitute teacher in a school district.

Chapter 641 (effective July 1, 1954) amends subdivision *b* of section 512, in relation to death benefits from school district contributions upon the death of a member of the State Teachers' Retirement System prior to retirement. Under this chapter, in case a member dies prior to retirement, the estate of such member or designated beneficiary, if any, is entitled, in addition to the return of accumulated contributions, to a death benefit which is computed by multiplying one-twelfth of the compensation earnable by such member during his last 12 months

of service while a member by the number of years, not to exceed six, of his total credit for service as a teacher in the State. In order to be entitled to this death benefit, however, the member must have been in service upon which his membership was based when he died, or on the payroll in such service and paid within a period of 12 months prior to his death, and must not have been otherwise gainfully employed since he ceased to be on such payroll, and provided he had credit for one or more years of service while actually a member. This provision, however, will apply only to deaths occurring on and after July 1, 1954, and prior to July 1, 1959. The actuary of the system is instructed to determine the uniform and constant percentage of the earnable compensation of the average new entrant who is a contributor, which, if contributed on the basis of compensation of such contributor throughout his entire period of active service, would be sufficient to provide for the payment of a death benefit payable on his account and to provide at the time of his retirement the total amount of his pension reserve. The death benefit is made payable from the Pension Accumulation Fund, that is, from school district contributions.

Laws Relating to Higher Education

Chapter 11 amends section 608 and establishes 1200 additional war service scholarships for veterans who were residents of this State both at the time of entry into the Armed Forces and at the date of application for the scholarship, in the amount of $350 a year for four years; and at the same time extends the Korean war service period to July 1, 1955, for the purpose of defining veteran status.

Chapter 53 amends subdivision *b* of section 6213, in relation to purchases by the Board of Higher Education in the City of New York, by raising the amount of purchases that may be made without competition from $10 to $25.

Chapter 147 amends subdivision 3 of section 6306, in relation to the New York City Community College of Applied Arts and Sciences. Under the amendment New York City (the local sponsor of the college) may designate that the existing board of trustees shall continue to serve until July 1, 1957, but may designate prior to such date either the Board of Higher Education or the Board of Education as trustees, or may provide that the college shall be administered by a board of trustees appointed and serving pursuant to subdivision 1 of section 6306, in which case the present board shall terminate. Vacancies in the existing board are to be filled alternately by the Mayor of the city and the Governor, respectively.

Chapter 323 amends the Public Authorities Law, in relation to the State Dormitory Authority, in various minor respects.

Chapter 395 adds new section 5716, in relation to acquisition by the State of land of Cornell University upon which buildings have been or hereafter are erected by the State.

Chapter 769 amends section 6214, in relation to the salary schedule for professors in the colleges under the jurisdiction of the Board of Higher Education of the City of New York.

Miscellaneous Legislation

Chapter 143 creates a new temporary state commission, known as the Temporary Commission on Educational Finances, to consist of 15 members to be appointed by the Governor. The commission will make a comprehensive study and appraisal of the financing of public education in the State.

Chapter 201 expressly authorizes the Board of Regents to incorporate any group, institute or association for the purpose of constructing, owning, operating or maintaining a nonprofit and noncommercial educational television station or for providing educational television programs, or for any combination of such purposes. The chapter gives the Board of Regents strict control over the appointment or election of the trustees of such corporations, and contains certain restrictions in relation to partisan or political programs, programs designed to influence the enactment of legislation, and in relation to the employment of subversives by such corporations.

Chapter 215 amends the Membership Corporations Law, in relation to property holding by historical societies, by eliminating the restriction that no disposition may be made of donations except with the consent of the donor.

Chapter 541 amends section 244-*b* of the General Municipal Law, in relation to joint playgrounds or neighborhood recreation centers. School districts may make and perform agreements with municipalities in connection with such playgrounds or centers, which must include provisions for the proportionate cost to be borne by each municipality or school district and the manner of employment of personnel, and may provide that a fiscal officer of one such municipality is to be the custodian of all moneys made available therefor, and that such fiscal officer may make payments therefrom upon audit of the appropriate auditing board or officer of his municipality.

Chapter 620 adds new section 122-*a*. in relation to the issuance of licenses for motion picture films. The chapter defines the term " immoral " and the phrase " of such a character that its exhibition would tend to corrupt morals " as motion picture films or parts thereof, the dominant purpose or effect of which is erotic or pornographic; or which portrays acts of sexual immorality, perversion or lewdness, or which expressly or impliedly presents such acts as desirable, acceptable or proper patterns of behavior. The term " incite to crime " is defined as denoting a motion picture, the dominant purpose or effect of which is to suggest that the commission of criminal acts or contempt for law is profitable, desirable, acceptable or respectable behavior; or which advocates or teaches the use of, or the methods of use of, narcotics or habit-forming drugs.

Chapter 686 amends section 54 of the Civil Service Law, in relation to the New York State Employees' Retirement System by exempting from the mandatory membership provision persons holding positions which pay less than $1000 a year.

Laws of Local Application

Chapter 62 authorizes the city of Batavia to sell certain park lands to the city school district for school purposes.

Chapter 252 adds a special provision to section 3533 relating to the city school district of the city of Dunkirk, in relation to the enforcement of uncollected taxes.

Chapter 690 legalizes, validates and confirms certain acts and proceedings of the board of education of the city school district of the city of Glens Falls, and the voters thereof, in relation to an increase in their tax limitation.

Chapter 581 amends the Nassau County Administrative Code in connection with the advertisement of the collection of school taxes.

Chapter 144 amends section 2573 by adding administrative assistants in the high school or assistant administrative directors to the list of exempt positions in the city school district of the city of New York.

Chapter 423 (effective September 1, 1954) amends section 2573 by extending the suspension of subdivision 14 to September 1, 1957. The subdivision provides that except during such period of suspension, the acceptance of certain dual employment by employes of the board of education of the city school district of the city of New York vacates the original employment.

Chapter 645 amends section 560 of the Labor Law by authorizing the board of education of the city school district of the city of New York to elect to become liable for payments in lieu of contributions for unemployment insurance.

Chapters 241, 242, 243 and 365 deal with boundary alterations involving the city school district of the city of Rochester.

Chapter 385 legalizes and validates acts and proceedings had by the board of education and voters of Central School District No. 1, Towns of Victor etc., Ontario and Monroe counties, in connection with a bond issue.

Building Plans Approved

Plans for new school buildings and major additions approved during March by Commissioner of Education Lewis A. Wilson upon recommendation of the Division of School Buildings and Grounds include the following:

Mahopac, Putnam county, addition to central school, $1,190,000

Cattaraugus, Cattaraugus county, new junior-senior high school, $985,000

Lockport, Niagara county, new senior high school, $2,063,000

Holland, Erie county, addition and alterations to central school, $594,000

East Meadow, Nassau county, new Bellmore Road Elementary School, $840,000; new Westbury Road Elementary School, $840,000; new Oval Site Elementary School, $915,000

Endicott, Broome county, addition to Jennie F. Snapp Elementary School, $597,950; new Charles F. Johnson Elementary School, $1,052,786

Elmont, Nassau county, new Stewart Avenue Elementary School, $700,000

Cuba, Allegany county, new elementary school, $550,000

Briarcliff Manor, Westchester county, addition to Todd Elementary School, $70,000

Bemus Point, Chautauqua county, addition to Fluvanna Elementary School, $92,309; addition to Bemus Point Elementary School, $84,695

Salem, Washington county, new primary school, $469,000

Baldwinsville, Onondaga county, new Van Buren Elementary School, $340,000

Gouverneur, St Lawrence county, new Brasie Corners Elementary School, $225,000; new Fowler Elementary School, $344,000; new Richville Elementary School, $225,000; new East Side Elementary School, $819,000; new West Side Elementary School, $760,000

Hudson Falls, Washington county, addition to Elementary School No. 2, $210,250; new Maple Street Elementary School, $510,250; new Dix Avenue Elementary School, $516,000

Central District Voted

The Frankfort Central School District was approved by a vote of 1178 to 209 on April 30th. The new central school district includes one union free school district and 11 common school districts in Herkimer county. This is the 454th central district established in New York State.